

1925

# Report on Comprehensive City Plan for Sarasota, Florida

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Philip W. Foster

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COMPREHENSIVE CITY PLAN  
**SARASOTA, FLORIDA**



JOHN NOLEN, CITY PLANNER  
PHILIP W. FOSTER, ASSOCIATE

1925



THE BAY FRONT OF SARASOTA

The attractiveness of this spot drew the original settlers, and today it is still the city's greatest asset

REPORT ON  
COMPREHENSIVE CITY PLAN  
FOR  
SARASOTA, FLORIDA

*Based on the Planning Survey and Existing  
Conditions Map previously prepared  
and submitted*

JOHN NOLEN, *City Planner*

PHILIP W. FOSTER, *Associate*

HARVARD SQUARE, CAMBRIDGE, MASS.

1925

## STATEMENT BY CITY PLANNING COMMISSION

**T**HE phenomenal growth of Sarasota, which began in 1923 and was well under way early in 1924, brought into prominence various problems of City building which should be faced by every growing community. The traffic problem, always a serious one, must be considered, parks and playgrounds must be provided; locations for public buildings must be secured, and a zoning plan laid out.

Keenly appreciating the need of expert technical advice, the newly created City Planning Commission recommended, and the City Council employed Mr. John Nolen. The work was rushed by Mr. Nolen and the accompanying report and maps have been accepted.

It is of course not possible in any City to carry out plans in all their details. A site for a Court House having been secured by the County Commissioners at the time these plans were being completed, a re-arrangement of our Civic Center becomes necessary. It may be found advisable to make other changes as the building of a larger City progresses, but the importance of carrying through the main features of the plans cannot be questioned if the best in efficiency, convenience, comfort, and pleasure is to be secured for our citizens and guests.

This report has been accepted by the city government and the work undertaken with confidence of the support and co-operation of our citizens.

HARRY SAWYER, Chairman  
JAMES O. GARDNER  
J. V. KEEN

Sarasota, Florida, February 21, 1925.



# REPORT ON PLANNING PROPOSALS AND ZONING

## I. INTRODUCTION

Florida has been spoken of as the last frontier of the Country and unusual interest has accompanied its development. Where the former settling of the Country was accompanied by a great amount of personal sacrifice and possibly danger, Florida is now coming to the fore under modern methods, and with the same facilities as in the old established communities.

Its physical location and climatic lure are bringing people of all types for health, recreation, and business; many for a short first visit, but often followed by prolonged return visits or permanent residence. Travel facilities by water, rail, and overland are increasing apace with the public demands. Great variety in natural advantages exists, so that almost every desire may be met, and places of popularity have developed.

Sarasota, beautifully situated on Sarasota Bay looking westward to the Gulf of Mexico, is prominent among those places of popularity, and its growth has been quite marked. This growth has crowded the hotels, congested the streets, caused a shortage in business, residential, and recreational facilities. The spirit of expansion is everywhere, for it is recognized that Sarasota must show acknowledgment of the guests' appreciation.

Expansion can best be made by means of the city plan. It is with the physical problems of civic growth that city planning is chiefly concerned. These problems are studied in themselves and as related to one another, so that the result is unity of design. The city plan includes the area undeveloped as well as the built-up sections, presenting a framework over which the city may spread

in an orderly and practical manner. It is also a stabilizing influence in development and in property values and as a program for improvements and extensions. A good plan is one which does not attempt to bind the city too far in the future, but is subject to amendment from time to time. It is an encouragement to civic art in that its very design suggests harmony of elements and beauty of form. These features in a recreational center, such as Sarasota, are prime essentials.

In this report the plans are discussed in a very systematic method, presenting the fundamentals briefly and directly.

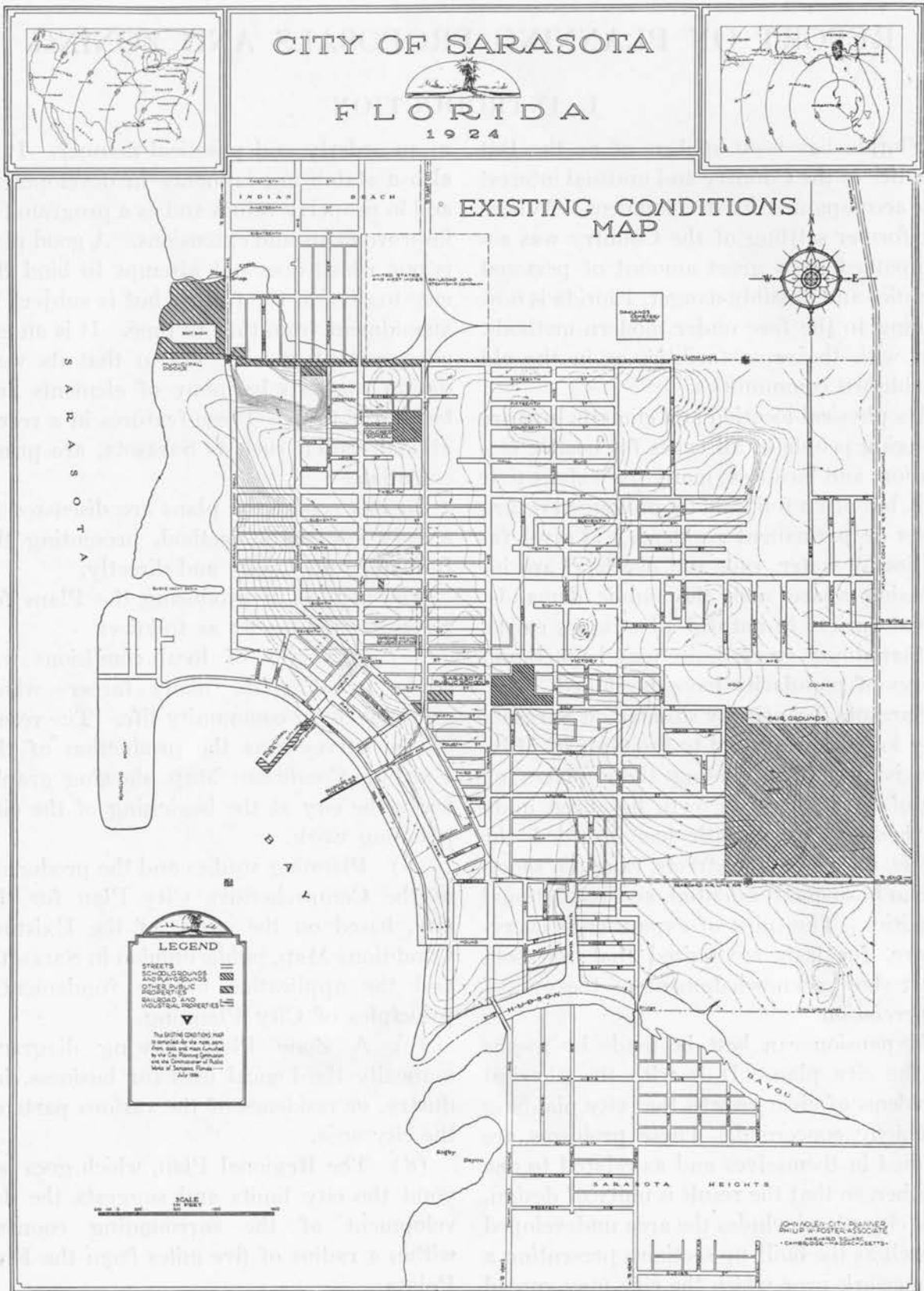
The method of producing the Plans for Sarasota was briefly as follows:

(a) A survey of local conditions was made including the many factors which go to make up community life. The result of the survey was the production of the Existing Conditions Map, showing graphically the city at the beginning of the city planning work.

(b) Planning studies and the producing of the Comprehensive City Plan for the city, based on the study of the Existing Conditions Map, public opinion in Sarasota, and the application of the fundamental principles of City Planning.

(c) A Zone Plan showing diagrammatically the logical uses for business, industry, or residence of the various parts of the city area.

(d) The Regional Plan, which goes beyond the city limits and suggests the development of the surrounding country within a radius of five miles from the Five Points.



Compare this Existing Conditions Map with Comprehensive City Plan at back of report

## II. COMPREHENSIVE CITY PLAN

### 1. GENERAL

The many factors which go to make up the life of a community are working simultaneously in various forms. The occasions on which they are in harmony are constantly changing, however, and as a result effort is often expended in vain. Coördination of the efforts of these different factors of a community in a common line of endeavor is the function of a City Plan, with its accompanying program of development.

In the creation of the city plan the general scope of the work has been made to include parts of Indian Beach and Sarasota Heights. This secures continuity at the municipal boundaries and aids in general in securing coördination of development from the other communities.

As a basis for the city plan a thorough survey of the existing conditions was made. This survey included physical, economic, and social investigation. The facts so obtained were analyzed and correlated, and so served as a framework on which to build the city plan.

The growth of Sarasota will be mainly along the lines of tourist recreation, banking, and agriculture, although other factors will also play a part. The past few years have shown the strength of these trends and the increase in growth attendant upon the efforts in these directions. With a thorough understanding of the existing conditions, provision was made to secure development for the city on the following lines:

- Main Thoroughfares
- Parks and Parkways
- Schools and Playgrounds
- Civic Center
- Business Districts
- Railroads
- Industry

### 2. MAIN THOROUGHFARES

(a) *General.* One of the fundamentals of Sarasota's sound growth is the provision of adequate means of circulation and communication. Practically every person in the community has some interest which requires these important services. The street system supplying these services does so by means of Local Streets and Main Thoroughfares. The Local Streets, as their name indicates, are minor in their relation to the city as a whole. Main Thoroughfares, however, form the important lines of communication connecting the main business section with the various industrial and residential areas. The design and location of these thoroughfares determines in a large measure the character and civic appearance of the community. Main Thoroughfares should have continuity, directness, and suitable width.

(b) *Existing Thoroughfare System.* The original layout of Sarasota, under the direction of Col. J. H. Gillespie in 1886, was influenced, in part, by the shore line of the Bay, so that for two blocks in depth the street arrangement paralleled the waterfront. Beyond, however, a rectangular plan of street arrangement prevailed, paralleling the section lines. The layout met the needs of the city for quite a period, but gradually additions were made here and there extending the rectangular system and not always tying in with the old streets, so that sharp angles and jogs resulted. With modern traffic the result of this situation is confusion and congestion. Monotony also follows through lack of distinct differentiation between main thoroughfares and the local streets, both from width and treatment.





A glimpse of Sarasota Bay. A feature that gives breadth to the landscape.



A section of the Bay Shore offering wonderful possibilities provided the present charm is maintained.

The following streets form the backbone of the present or existing thoroughfare system:

*North and South*

Banana Avenue  
Cocoanut Avenue  
Central Avenue  
Orange Avenue  
Osprey Avenue  
Pineapple Avenue  
Palm Avenue  
Gulf Stream Avenue

*East and West*

Victory Avenue — Main Street  
9th Street  
12th Street  
Laurel Street  
Oak Street  
Mound Street

(c) *Proposed Main Thoroughfares.* The proposed system of main thoroughfares is based on the development of the existing system as above mentioned. These streets are united into a definite system, either by new streets, or extensions and widenings of the old. These functions are performed: first, direct access to the central part of the city from all sides; second, means of circulation between the outlying sections of the city; and third, direct routes for the north and south through traffic of the west coast of Florida which must pass through the city.

The ultimate result will be the distribution of traffic to the areas concerned as quickly as possible and avoidance of a central distribution point, or more aptly put, a central congestion point.

The expansion in main thoroughfares will make the following streets the traffic arteries:

*North and South*

Banana Avenue (Widened and extended)  
Cocoanut Avenue  
Central Avenue  
Lemon Avenue  
Orange Avenue (Widened and extended)  
Osprey Avenue (Widened and extended)  
Pineapple Avenue  
Palm Avenue  
Gulf Stream Avenue (Widened and extended)  
Ellis Avenue (Widened and extended)  
East Avenue (Widened and extended)  
Border Road (New)  
Marianna Parkway (New)  
Park Street (Widened and extended)  
Bay Parkway (New)  
Suwannee Avenue (Extended)

*East and West*

16th Street (Extended)  
12th Street (Widened and extended)  
9th Street (Widened and extended)  
8th Street (Extended)  
Duval Avenue (Widened and extended)  
Victory Avenue — Main Street  
Laurel Avenue (Widened and extended)  
Oak Street (Extended)  
Alderman Street (Widened and extended)  
Mound Street

(d) *Widenings, Extensions, and New Streets.* That the recommendations regarding streets may be examined readily in conjunction with the plan, three tables have been compiled showing all new streets, widened streets, and street extensions.

TABLE "A" — NEW STREETS

*Width*

|      |  |
|------|--|
| 60'  | Bay Parkway — Banana Avenue west to Bay Shore and thence south to 9th Street (extended).   |
| 50'  | Five short streets converging on De Soto Square.   |
| 50'  | Okeechobee Avenue — west side of Ringling Point.   |
| 100' | Marianna Parkway. The Promenade to Ringling Circus.  |
| 100' | Viaduct approach — Suwannee Avenue to Okeechobee Avenue.   |
| 70'  | Street — Suwannee Avenue to Okeechobee Avenue, between The Promenade and Ringling Circus.  |
| 50'  | North Branch Bayou, drive on both sides from Seminole Street to Hudson Parkway (North Drive).  |
| 50'  | Street — Laurel Street to Hudson Parkway.  |
| 50'  | Street — from 11th Street between Ellis and East Avenues, terminating 250' east of East Avenue.  |
| 50'  | Street — 200' east of East Avenue connecting Hall Boulevard (extended) with the above street.  |
| 50'  | Street — northeast from the intersection of the last two named streets.  |
| 50'  | Street — south from 16th Street, 200' west of and parallel to East Avenue.   |
| 70'  | Border Road — a border street from 16th Street and East Avenue south parallel to railroad right-of-way and south along city limits line. |
| 80'  | Street — on south city limit from Hudson Parkway east beyond city limit.   |
| 60'  | Street — connecting Hudson Parkway with Ellis Avenue from Osprey Avenue.   |
| 60'  | Street arrangement (group of 6) in southeast section about South Side School.  |
| 60'  | Hudson Parkway (North Drive) east from Gulf Stream Avenue to Palmetto Square (Sarasota Heights).   |
| 60'  | Street — 250' west of and parallel to Banana Avenue from Biscayne Park to 12th Street extension.   |

|     |   |
|-----|---|
| 50' | Edwards Street at Civic Center from Victory Avenue to 8th Street. |
| 50' | Marion Place from Edwards Street to Adelia Avenue.                |
| 50' | Marshall Place, Goodrich Place to Osprey Avenue.                  |
| 60' | Ringling Court, Ellis Avenue to Border Road.                      |
| 50' | Fairview Court, Ellis Avenue to Border Road.                      |
| 40' | Live Oak Parkway (west) Morrill Street to Alderman Street.        |

TABLE "B" — WIDENINGS — NORTH AND SOUTH

*Widenings*

|            |   |
|------------|---|
| 60' — 100' | Banana Avenue from 16th Street (extended) to Palm Avenue.             |
| 40' — 60'  | Park Street — 7th Street to Gulf Stream Avenue.                       |
| 60' — 80'  | Orange Avenue — north from Victory Avenue to city limits.             |
| 60' — 100' | Orange Avenue — south from Victory Avenue to Hudson Parkway.          |
| 30' — 100' | Gulf Stream Avenue — The Promenade to Mound Street.                   |
| 30' — 50'  | Goodrich Place — north from Victory Avenue to existing 50' width.     |
| 40' — 80'  | Pine Street — south from Victory Avenue to Morrill Street.            |
| 30' — 50'  | Rowe Place — south from Alderman Street to Seminole Street.           |
| 40' — 80'  | Osprey Avenue — north from Victory Avenue to 12th Street.             |
| 40' — 70'  | Osprey Avenue — north from 12th Street through city limits.           |
| 50' — 80'  | Osprey Avenue — south from Victory Avenue to Alderman Street.         |
| 40' — 80'  | Ellis Avenue — north from Victory Avenue to 9th Street.               |
| 30' — 60'  | East Avenue — north from Victory Avenue through northern city limits. |

TABLE "B" — WIDENINGS — EAST AND WEST

|           |   |
|-----------|---|
| 30' — 90' | Mays Street becomes Mays Park.  |
| 60' — 80' | 12th Street — Banana Avenue to Osprey Avenue.                           |
| 30' — 80' | 12th Street — Osprey Avenue to Ellis Avenue (extended).                 |
| 30' — 60' | 12th Street — Ellis Avenue (extended) to the present end of street.     |
| 30' — 60' | 12th Street — East Avenue through city limits.                          |
| 40' — 60' | Bryan Street — from alley, 200' east of Osprey Avenue, to Ellis Avenue. |

|            |   |
|------------|---|
| 60' — 80'  | 9th Street — Banana Avenue to Border Road.                    |
| 15' — 70'  | 7th Street — East Avenue to city limits.                      |
| 40' — 80'  | Fruitville Road — city limits eastward.                       |
| 50' — 80'  | Duval Avenue for the length (130') of the existing street.    |
| 80' — 140' | Victory Avenue at Civic Center.                               |
| 50' — 120' | The Promenade — from Gulf Stream Avenue to Okeechobee Avenue. |
| 40' — 80'  | Laurel Street — Orange Avenue to Ellis Avenue.                |
| 30' — 60'  | Alderman Street — Palm Avenue to Hudson Avenue.               |
| 40' — 60'  | Alderman Street — Hudson Avenue to Osprey Avenue.             |
| 40' — 50'  | Seminole Street — Hudson Avenue to North Branch Drive (west). |

TABLE "C" — EXTENSIONS — NORTH  
AND SOUTH

*Width*

|      |   |
|------|---|
| 70'  | Marianna Avenue — north to boat harbor.   |
| 50'  | Suwannee Avenue — north to boat harbor; south to end of Ringling Point.   |
| 80'  | Banana Avenue — south from Palm Avenue to Gulf Stream Avenue.   |
| 60'  | Park Street — north from 7th Street to 8th Street.  |
| 100' | Gulf Stream Avenue — south from Mound Street to South Park.   |
| 60'  | Pineapple Avenue — Orange Avenue to Alderman Street.  |
| 40'  | Live Oak Parkway (east) — north from Ohio Avenue to Morrill Street.   |
| 40'  | Ohio Avenue — south from Alderman Street to Seminole Street.  |
| 60'  | Osprey Avenue — north from Seminole Street to Alderman Street; and diagonal to intersection of Osprey Avenue and Alderman Street. |
| 60'  | Gillespie Avenue — north from 12th Street.  |
| 80'  | Ellis Avenue — north from 9th Street through city limits.   |
| 80'  | Ellis Avenue — south from Victory Avenue through city limits.   |
| 50'  | Fletcher Avenue — north from 9th Street to 11th Street.   |
| 60'  | Wallace Avenue — south from Victory Avenue to Fairview Court.   |
| 60'  | Halton Avenue — south from 7th Street through Victory Avenue to Ringling Court.   |

TABLE "C" — EXTENSIONS — EAST  
AND WEST

|           |   |
|-----------|---|
| 50'       | 16th Street — west from Orange Avenue to Banana Avenue.                   |
| 50'       | 16th Street — east from Osprey Avenue to East Avenue.                     |
| 50'       | 15th Street — west from Orange Avenue to Lemon Avenue.                    |
| 50'       | 14th Street — west from Orange Avenue to Lemon Avenue.                    |
| 50'       | 14th Street — east from Gillespie Avenue (extended) to opposing street.   |
| 60'       | Mays Street — west from Cocomanut Avenue to Bay Parkway.                  |
| 40'       | Lowe Street — east to Lemon Avenue.                                       |
| 50'       | Hall Boulevard — west to Lemon Avenue.                                    |
| 50'       | Hall Boulevard — east from Gillespie Avenue to Border Road.               |
| 60'       | 12th Street — west from Banana Avenue to Bay Parkway.                     |
| 60'       | 12th Street — east from Ellis Avenue (extended) to East Avenue.           |
| 50'       | 11th Street — east to East Avenue.  |
| 60'       | 10th Street — west to Orange Avenue.                                      |
| 60'       | 10th Street — east from Osprey Avenue to Bryan Street.                    |
| 60'       | 9th Street — west from Banana Avenue to Bay Parkway.                      |
| 60'       | 8th Street — east from Orange Avenue to connect with existing 8th Street. |
| 50'       | 8th Street — west from Banana Avenue to boat harbor.                      |
| 40'       | 7th Street — east from alley (east of Gillespie Avenue) to Ellis Avenue.  |
| 60' — 80' | Laurel Street — west from Orange Avenue to Gulf Stream Avenue.            |
| 60'       | Oak Street — east from Osprey Avenue to Ellis Avenue.                     |
| 50'       | Seminole Street — east from Osprey Avenue to a street.                    |
| 60'       | Alderman Street — east from Osprey Avenue through city limits.            |

(e) *Street Intersections.* The many existing jogs and irregularities due to uncontrolled development of additions to the city can be converted into open spaces, special traffic controls and other forms of attractive street intersections. These areas should be carefully designed and planted; also, advantage should be taken of the op-

portunity to group buildings of architectural merit. These developments will add interest to the long streets and avenues so common in rectangular layouts by closing the vista at suitable intervals.

(f) *Street Sections.* The establishment of street sections for the various types of streets definitely assures the harmonious development of streets, even though construction may be carried on over a number of years. The ordinary streets may be classified as Major Thoroughfares with a width of 80 to 100 feet; Secondary Thoroughfares, 60 to 80 feet in width, and Minor Streets, 50 to 60 feet. Special streets should have an individual treatment consistent with their purpose and use.

(g) *Bridges.* Bridges as a form of civic decoration should not be overlooked. The opportunity exists for several bridges as definite gates to the city at the southern boundary over the Hudson Bayou. They should carry the streets at full width to produce a dignified appearance and to avoid constrictions of the highway at strategic points in traffic flow. Bridges will be necessary, sooner or later, at the following points:

Banana Avenue, 60 ft. wide over Hog Creek.  
Orange Avenue, 60 ft. wide over Hudson Bayou.  
Osprey Avenue, 60 ft. wide over Hudson Bayou.  
Ellis Avenue, 60 ft. wide over Hudson Bayou.

In the future it may be found advisable to make a bridge connection between Gulf Stream Avenue (Sarasota) and the Rigby Parkway at Cypress Park (Sarasota Heights).

### 3. PARKS AND PARKWAYS

(a) *General.* Attractiveness in a city is expressed in many ways, but to people in general, probably one of the most appealing features is the Park and Parkway Sys-

tem. This attribute of city life offers recreation amid pleasant surroundings to the resident, and enables the city to present itself to the prospective visitor or settler in a manner to engage interest. In cities, as in individuals, certain characteristics command interest. These characteristics should be studied for development as a community asset.

(b) *Existing Parks and Parkways.* Sarasota's present equipment to satisfy its needs is generally recognized as being insufficient. Its waterfront is not publicly owned, although it has been used along with some adjacent land for park purposes. The Fairgrounds, the only public property available for recreation, now serves as an athletic field in addition to its official purpose.

(c) *Recommendations.* It is proposed to establish a system of parks and parkways which will serve the entire city. The predominant feature of the city's natural characteristics, the Bay Shore, will be the nucleus of this system, and with the development of a Waterfront Park will make a water gateway. Connecting with this predominant feature will be parkways on the north (Bay View Park and North Parkway) and on the south (Hudson Parkway). From these arms stretching back inland, leads will extend into the city.

Scattered about the city at convenient points will be small community parks and open spaces. It is recognized that the present area of the city will focus on the bay shore (Waterfront Park), consequently the local parks are small.

*Waterfront Park.* It is proposed to obtain the land for this park by the reclaiming of a strip three hundred feet wide from Ringling Point to Hudson Bayou. Study of the plan will show its suitability for de-





The graceful sweep of the Bay Front as seen from over Ringling Point.

velopment as a Tourist and Recreational Center, where exceptional facilities could be provided for the recreation and entertainment for the visitors coming in increasing numbers to Sarasota each year. A small bathing beach would add greatly to the pleasures along the waterfront, adjacent to the hotels. This would not be at all in competition with the splendid Sarasota Beach on the Gulf, but only the completion of the facilities offered immediately adjacent to the city. Games, such as roque, croquet, tennis, horseshoes and quoits, bowling and baseball, could be accommodated. Sites should be allotted for boat and yacht clubs to encourage the holding of races and regattas. Parking space for automobiles should be reserved. A sea wall, with a promenade the entire length terminating in Longboat Pier, will offer recreation to those not inclined to indulge in the more energetic forms of recreation. The present Municipal Pier should be extended eventually to

accommodate the growth in the needs of the city, and to be in harmony with the development of the waterfront.

*Hudson Parkway.* As part of the system to carry the waterfront development back into the city, the banks of the Hudson Bayou have been parked and a drive leads from Longboat Pier and South Park around it to Rigby Point. Retaining walls, and the bridges spanning it, would echo the treatment of the bay shore. The North Branch of the Bayou, developed in like manner, pushes still further into the city and terminates in Seminole Park, from which the Live Oak Parkway and its connections lead the parkway system to the Civic Center.

*North Side Park Developments.* The carrying back of the parkways inland on the north side of the city begins with Bay View Park, follows the shore line to Biscayne Park, adjacent to the Municipal Docks, and turns east to Banana Avenue,



The business and tourist center of Sarasota as seen from the air.

providing a natural barrier between residence property and the commercial development of the docks. From Banana Avenue a park strip one hundred feet wide extends along the entire northern boundary. This park accomplishes two primary purposes: first, it provides a screen against the municipal tracks, and second, makes suitable provision for recreation space in the northern section of the city. It is advisable to continue this screen against the railroads on the eastern side of the city, although reduced to twenty feet in width, to prevent property becoming undesirable for residence through close proximity to industrial development.

*Small Parks and Open Spaces.* Scattered through the city are numerous smaller parks and open spaces connected with parked streets. A list of these follows:

Dade Square  
Havana Square  
Balboa Square

De Soto Square  
Duval Triangle  
The Promenade

Ringling Circus  
Mays Park  
Poinsettia Park  
Pavonia Park  
Gardenia Park  
Oleander Park

Hibiscus Park  
Castile Park  
Hernando Square  
Hamelia Square  
Osprey Square  
Eucalyptus Park

*Parked Streets.* These streets play an important part in the continuity of the park system, for it is evident that parkways from an economic standpoint could not be carried to all parts of the city. Certain main thoroughfares, Banana, Gulf Stream, Orange, Osprey, and Ellis Avenues, Marianna Parkway, 12th and Laurel Streets, are so located as to perform the service of parked connecting links to the various parks and open spaces about the city.

*Large Parks and Reservations.* The growth of the city beyond its present area will bring about the question of providing park areas of considerable size inland. Both increased use of Waterfront Park and distance to it from inland sections will make another park of some size necessary. When

this stage in growth is reached the suitability of the present Fairgrounds for that purpose will have diminished and the acquisition of a new site for a fairground outside the city would release an area well located and well adapted for a large park.

*Municipal Golf Course.* A valuable addition to the city's park equipment would be a municipal golf course of eighteen holes. High land values within the city, attendant upon rapid growth, make it advisable to look for a tract beyond the present city limits that would serve this purpose. East of the city, along the Seaboard Air Line Railway, is a tract adjacent to the city which is within twenty minutes' walk from the waterfront. If this land could be secured before development for residence has progressed far, it would provide a location for a course of ample size at a more eco-



A typical vista along the drives in the back country of Sarasota.

nomical cost. (Proposed location of the Municipal Golf Course is shown on the Regional Plan.)

#### 4. SCHOOLS AND PLAYGROUNDS

(a) *General.* Schools and Playgrounds should receive the thoughtful attention of all residents, for they are formative in a large measure of the character of the coming generations. The schools and playgrounds serving as they do the same population may be very logically and efficiently combined when their districts are the same. Sites for these important services to the public should be selected and acquired at the time of the projected development of a district. This may usually be done at considerable economic saving.

Schools and playgrounds should normally be within a half-mile walking distance of children, so that parents may have the same confidence in supervised play as in the regular school system.

(b) *Present Schools and Playgrounds.* With the growth in population of Sarasota and the extension of business along Victory Avenue, it becomes apparent that the present site of the Public Schools will become less desirable and more unsuitable through smallness of area, and its location on one of the heaviest traffic streets of the city.

#### (c) *Recommendations.*

(1) *New Sites.* The separation of the High School from the Grammar School is desirable and is made necessary by the spread of population. A Grammar School site has been located north of Victory Avenue (Northside School), on 9th Street, between Fletcher and East Avenues. A similar school site, to serve the area south of Victory Avenue (Southside



School), is provided on Alderman Street, south of the Fairground. Located with reference to these sites are two other sites in Indian Beach and Sarasota Heights. These school sites have been provided with ample playground space about them, so that directed play and recreation is possible. In all cases school sites should occupy areas separated from private property, either by streets or some form of public passageway. The colored Grammar School would continue to occupy its present site.

The High School site is located on Osprey Avenue, adjacent to the North Parkway. It is an area of about twenty-seven acres, and will allow for the complete layout of a modern High School, with football and baseball fields and other forms of organized sports. Its relation to the parkway is very fortunate, as it becomes an integral part of the parkway system of the city.

(2) Disposition of the present School site on Victory Avenue. The rapid extension of business eastward along Victory Avenue places the present school property in the zone of business development, and should be disposed of for that purpose with great profit to the city.

## 5. CIVIC GROUP

(a) *Existing Situation of County and Municipal Buildings.* County and Municipal offices are now housed jointly in a building on the Municipal Pier at the foot of Main Street. The business of both offices has grown so enormously that expansion is urgently needed, preferably in separate buildings. A Public Library, a valuable adjunct of community life, is needed, and a building should be provided for it.

(b) *Recommendations.* It is proposed to group the sites for these public buildings, forming a Civic Center, in a central location. This is advisable for several reasons.

The uses of these buildings are of common interest to the public.

A dignified setting is required by all public buildings, and this can be obtained most effectively by grouping.

To provide for expansion as the need may arise.

Public buildings should be accessible to the business district, but should not be an obstruction to the expansion of that district.

Such a Civic Group is planned on Victory Avenue at its intersection with Osprey Avenue. Sites for the public buildings would be grouped about a park (Gillespie Park on the Plan), to be created on the



The Florida climate makes possible, through the use of semi-tropical vegetation, such beautiful development as is shown here.



north side of Victory Avenue. These sites would be areas bounded by streets or passageways. The center is related to the parkway system by Pine Street (parked) and Osprey Avenue (parked). The frontage on the south side of Victory Avenue and corners adjacent on the other streets would provide excellent sites for semi-public buildings, such as churches, hotels, and theatres.

## 6. BUSINESS DISTRICTS

(a) *Downtown Area.* Based on Five Points as a center, business has been gradually extending from Main Street into Victory Avenue and the radiating streets, Central Avenue and north and south into Pineapple Avenue, so that the downtown district is generally confined to the area bounded by Eighth Street, Orange Avenue, Fifth Street, Williams Street, Palm Avenue, Main Street, and Pineapple Avenue. The business is the normal banking, and retail and wholesale houses as found in cities of this size. This district is quite well indicated by the traffic congestion to be found on Main Street, and to a lesser extent on the adjacent streets. The center of the congestion is the Five Points at the intersection of Main Street, Central Avenue, and Pineapple Avenue, about which traffic rotates and is distributed to the converging streets.

This intersection, and the part of Main Street between Pineapple Avenue and Palm Avenue, has been made the subject of a special study and report already submitted. This study provided for the relief of the traffic congestion by the redesigning of the intersection at the Five Points, along more ample dimensions, and the widening of Main Street to a width of 125 feet.

(b) *Recommendations for Downtown Area.* This area must expand to accommodate the increasing demands for business space. It would be far better to have greater ground area than the erection of an increasing number of high buildings. A sense of uniqueness and individuality in the business and shopping section of Sarasota would be of great productive value in the contact with visitors spending the winter in the city.

Quite naturally the direction of expansion will be along the line of certain main thoroughfares: Banana Avenue, Central Avenue, Pineapple Avenue, and Victory Avenue, with the latter as the strongest.

The removal of the present tracks and station of the Seaboard Air Line Railway will assist greatly the progression of business out Victory Avenue and aid in decreasing traffic congestion. The removal of the tracks will allow full width use of Lemon Avenue.

(c) *Recommendations for Local Areas.* Business in outlying territory of the city is now rather indiscriminately scattered, with stores settled in residential areas. These stores may serve a specific community in a limited fashion, but do not aid much in the general development of the city. To offset this tendency there should be developed by zoning local business centers in strategic locations. The stores in these centers might be independent, or branches of stores in the central district, depending upon local desires and tendencies.

## 7. RAILROADS

(a) *General.* The railroad situation in Sarasota is closely allied with the development of the city. The promotion of one benefits the other, assuming of course coordination in effort. The growth of the

cities and communities in Florida has opened a field in transportation that is bound to increase year by year.

The present location of the Seaboard Air Line Railway tracks down Lemon, Pineapple, and Strawberry Avenues will eventually be an unfortunate dividing factor in the business area. With the increase in business the railroad will require additional trackage to supply needs and for general operation. The danger to the public of operating in streets is apparent, and its early termination will be a great step in advance.

(b) *Recommendations.* The relocation of the tracks of the Seaboard Air Line Railway, in a right-of-way 100 feet wide, along the east boundary of the city parallel to the right-of-way of the Atlantic Coast Line, would have several beneficial effects upon the city: First, to concentrate trunk line tracks in one location; second, to avoid duplication of street crossings; third, to remove industry from the center of the city to outlying sections; fourth, to remove tracks from residential areas. Parked barriers would screen railroad tracks in the new right-of-way on the residential side.

The municipal tracks would be extended to connect with the A. C. L. and S. A. L. (relocated), giving access to the Municipal Docks on the bay and the new City Water Works. This railroad will be separated from the city by a parkway which will be wide enough to provide recreation spaces for the entire north side of the city.

A part of the railroad problem is the location of passenger stations at points where they will serve the requirements of the railroads and act as gates to the city. The situation is unique in Sarasota, for it presents an opportunity for the placing of a union station to serve both railroads on the

axis of Victory Avenue, so that it presents a striking terminal to the long avenue, and at the same time a fitting gateway to the city at a point tremendously commanding.

## 8. INDUSTRY

(a) *Present Location.* The wholesale and manufacturing interests of the city are located, in general, within the present business area along the Seaboard Air Line Railway. The fishing industry is conducted from the Municipal Docks on Banana Avenue, where there is rail connection over the municipally owned tracks.

(b) *Recommendations.* The location of railroad facilities on the eastern city limits will open up an area very suitable for manufacturing and industry. The present area is unsuitable, due to its close proximity to the center of the city, high land values, and the coming demand for its use, either as business or residence. The land east of the Atlantic Coast Line Railroad tracks offers an area sufficient for the industries themselves and housing for the industrial population.

The Municipal Docks have been increased in both area and accommodations. Two piers, 225 ft. x 900 ft., have been shown as a suggestion of the method of treatment along with railroad accommodation from the municipal track, making connection with both the Seaboard Air Line and the Atlantic Coast Line.

## 9. GENERAL SUMMARY OF RECOMMENDATIONS

(a) *Development of a Main Thoroughfare System* based on traffic circulation about the city, and connection with country roads to the north, east, south, and west.

(b) *Development of a Park and Park-*



Water frontage awaiting development  
for public use.



Park opportunities for the preservation of typical scenery  
and bird life.

way System with the Waterfront Park as the controlling feature.

(c) *Location of School and Playground Sites*, to include two Grammar Schools (white), a High School (white), and one colored school.

(d) *Creation of a Civic Group* connected with the Parkway System, to include a small central park, City Hall, County Court House and Library at the intersection of Osprey and Victory Avenues.

(e) *Lines of Expansion for Downtown Business Area*, and the establishment of Local Business centers.

(f) *Removal of Seaboard Air Line Railway* tracks from Lemon, Pineapple, and Strawberry Avenues, and Alderman Street to a right-of-way along the present eastern city limits, paralleling the Atlantic Coast Line Railroad and the erection of a Union Station at the eastern end of Victory Avenue.

(g) *Location of Wholesale Business, Manufacturing, and Industry* east of the Atlantic Coast Line Railroad tracks and spreading northward (see Regional Plan).

## 10. LAND SUBDIVISION CONTROL

The control of land subdivision in Sarasota, through the acceptance of plats by the city planning commission, is very important. Approval of a plat should be based on the satisfaction of the following requirements:

(a) *General*. The conformity of the addition to the main thoroughfare system, park and recreation system, and other factors of the city plan which concern the residents of the city at large.

(b) *Local*. The suitability of the land for the proposed use, the securing of good street arrangement, including circulation within the property, and orderly connection with existing street layout. The obtaining of blocks of sufficient size and shape to prevent an unnecessary number of street intersections, and the division of blocks in lots of adequate size, shape, and approach.

The interpretation of the regulations should encourage individuality in development, so long as they conform in principle to the city plan and the requirements of the local section.

### III. REGIONAL PLAN

#### 1. REGIONAL PLANNING

Cities and the open country about them bear a very close relation to each other, and this relation is becoming intensified as time passes. Where the country once was simply an agricultural region to produce food for the cities, it has now become, through the use of motor transportation, part of the city by the increasing numbers of city workers who can live in the rural districts. The potential urban possibility is rapidly becoming a reality. It is to direct this inevitable trend that regional plans are necessary.

The Regional Plan treats the city and its surrounding zone of influence as a unit, and seeks to determine the uses to which the different parts of the area are best adapted, following which the best means of relating these parts must be discovered.

#### 2. REGIONAL UNIT

The unit for the Regional Plan of Sarasota includes the area within five miles of Five Points in the city of Sarasota. The zone of influence of the city in many respects is still further extended, especially with the back country lacking in community development. It is in this five-mile area, however, that the urgent need of well-directed development must be met.

#### 3. TYPES OF DEVELOPMENT

The two outstanding lines of development of this region are its agriculture and its popularity as a winter resort. There is little conflict between the two, and they seek, and in general locate, in distinctively different localities. The former seeks the unbroken lands of the back country, which,

when cleared of the palmetto and other natural growth, are rich farm areas. The winter residents, who are coming in greater numbers each year, desire sites which are near the Bay and Gulf, so that they may enjoy bathing, sailing, and other forms of recreation in the most favorable environment. Industry in this region has not developed to any great extent, but there are certain types that might find it an agreeable location, such as those connected with agriculture, fishing, and manufacture, which can be carried on regardless of its specific location.

#### 4. USES OF AREAS

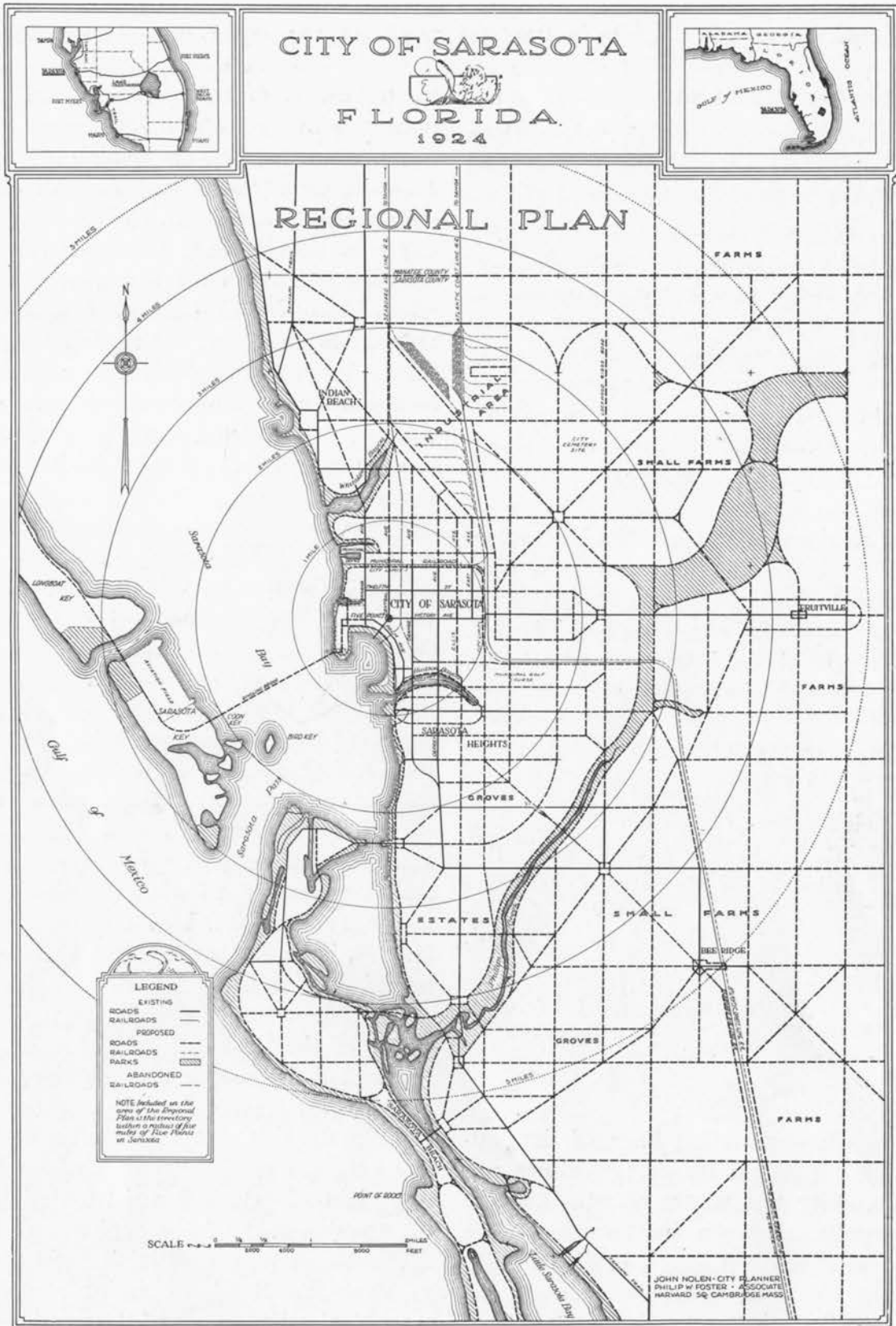
The following have been suggested on the plan as being logical uses for the different areas:

(a) *Residences and Estates*; the shores of Sarasota Bay, Little Sarasota Bay, and the Keys off the mainland looking out over the Gulf of Mexico. This would include most of the land west of the Tamiami Trail.

(b) *Truck Farms, Small Groves*; the areas about the city of Sarasota on the east, and in general, the lands immediately east of the Tamiami Trail. Farms and Large Groves; lands further to the east and south, nearer the rim of the region.

(c) *Industry*; the relocation of the tracks of the Seaboard Air Line Railway to avoid their passing through the central section of Sarasota, and the continuance of the Atlantic Coast Line Railroad south, along the present Seaboard Air Line Railway right-of-way, will assist materially in the development of the region. A tract of land east of the railroad right-of-way at Fruitville Road, extending northward through the divergence of the two lines for





a distance of three miles, will be devoted to yards and industrial development. Connected to this area by the municipal tracks of Sarasota are the Municipal Docks, which can be increased considerably in size without the acquisition of additional land.

#### 5. COMMUNITY CENTERS

Scattered about through the entire region at strategic places at the intersections of important highways, there ought to be developed small community centers, which would focus the life and business of each area, and provide a location for stores, churches, recreation areas, schools, and such local industrial development as fruit packing and canning. These centers have been shown on the plan.

#### 6. HIGHWAYS

The highway system of the region will be the means of relating all the areas, both among themselves and with the city of Sarasota, which will be the focus of the entire region. These highways will fall into three classes as follows:

(a) *The Major Highways or Arteries.* In this class the Tamiami Trail will be the most important, carrying the north and south traffic, but there will be other arteries leading in each direction, such as the present Fruitville Road, the road over the proposed Ringling Bridge, the road through Siesta to Sarasota Beach, and the diagonal roads to the northeast and the southeast.

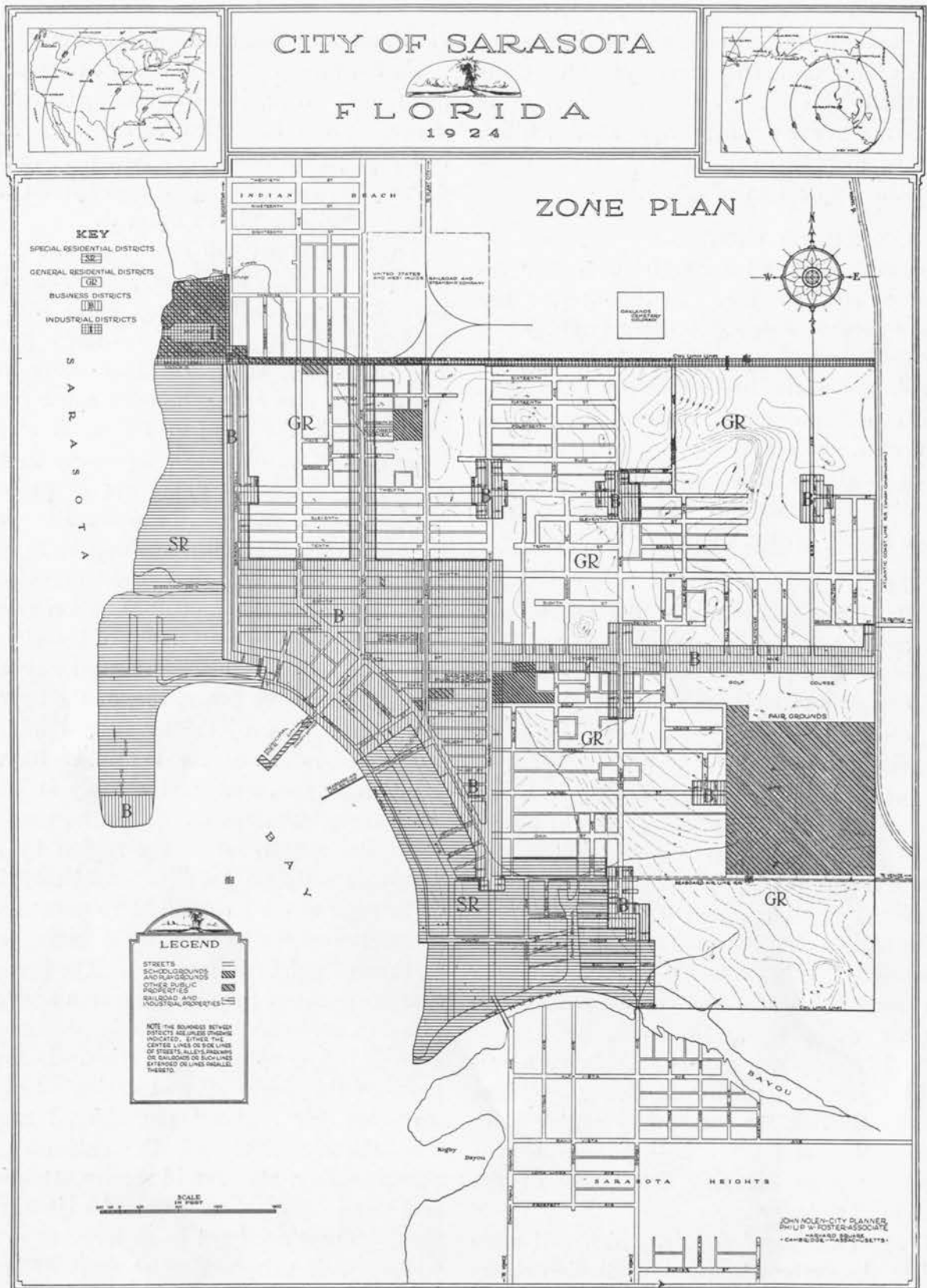
(b) *Secondary Roads* which may parallel or join the Major Highways. These roads will link the community centers with each other and serve both to supplement and assist in carrying the traffic of the Major Highways.

(c) *The Local Roads*, which will complete the system by linking all districts to either Major or Secondary Highways.

#### 7. PARK AND RECREATIONAL SYSTEM

To the three factors in social life already mentioned, work, transportation, and residence, should be added recreation. The latter plays such an important part in the development of this region that special emphasis should be placed upon it.

The waterfront will be the most important possibility in the development, and the bayous, creeks, and drainage areas will be linking members. There should be a parkway extending along the Bay shore and Gulf shore, and as much of the shore front should be in the form of Public Reservations as can be obtained, especially in the matter of beaches. There are at present existing roads that can be utilized in part for this system, and the missing links and new roads should be part of an immediate program before the difficult situation arises, such as that in the waterfront of the city of Sarasota. From this shore parkway advantage should be taken, too, of the bayous and creeks to project the system inland. This can be done at the Whitaker Bayou, Hudson Bayou, and most notably at Phillipi Creek. Phillipi Creek can be used to reach the very heart of the region by acquiring a strip on both sides and carrying on through to the Fruitville Drainage Area, where it can widen out into a large park and recreational development. The present characteristics of this drainage area are very pleasing, and careful study can produce an extremely interesting reservation. Definite parts of this parkway reservation could be set aside for regional recreational areas. The Passes, which are the entrances to Sarasota Bay, also should receive attention, and small reservations acquired adjacent to them. These need not be so large as to interfere with private development of land, but of sufficient size to make of the Passes



attractive Gateways. Good design in the bridges on the parkway system will aid materially in successful development. In addition to the general park system each community center should provide a small park and recreational area.

A Municipal Golf Course of eighteen holes, for Sarasota, has been suggested, adjacent to the city, south of the Seaboard Air Line Railway right-of-way, so that it may be within walking distance of the

waterfront and hotels. In addition to this public course there is need for private club courses, and it is suggested that they be located with reference to the park system.

The site for an Aviation Field has been located in conjunction with the park system on Sarasota Key, accessible by the proposed Ringling Bridge. The land for the field would be reclaimed by filling out from the Key, and so would accommodate both air-planes and seaplanes.

#### IV. ZONE PLAN

##### 1. GENERAL

The Zone Plan of Sarasota is based upon the division of the city into the following four districts, to regulate and restrict locations of residence, business, and industry:

- (a) General Residence District
- (b) Special Residence District
- (c) Business District
- (d) Industrial District

##### 2. ZONING DISTRICTS AND PERMITTED USES

###### (a) *General Residence District*

Use Restrictions  
 Single-Family Residences  
 Two-Family Residences  
 Public and Semi-Public Buildings  
 Recreation Areas  
 Farm, garden, nursery, or green house  
 Height Restriction 45 ft. except towers and spires  
 Area Restrictions 30 per cent of lot area

###### (b) *Special Residence District*

Use Restrictions  
 Uses of General Residence Districts  
 Tourist Hotels and Apartments  
 Boarding and Rooming Houses  
 Stores as adjuncts to Hotels and Apartments  
 Clubs  
 Private Offices for doctors, dentists, and similar professions  
 Height Restriction 85 ft. except towers and spires  
 Area Restriction 75 per cent of lot area

###### (c) *Business District*

Use Restrictions  
 Uses of Special Residence Districts  
 Business and Professional Office Buildings  
 Retail Trade  
 Theatres  
 Amusement and Entertainment Halls  
 Buildings for Fraternal Societies  
 Telephone Exchanges  
 Buildings for other Customary Business Uses  
 Height Restriction 85 ft. except towers and spires  
 Area Restriction 85 per cent of lot area

###### (d) *Industrial District*

Use Restrictions  
 Uses of Business Districts  
 Trades, Storage, Manufacturing and Industry, except those classed as objectionable  
 Height Restriction 60 ft. except gas tanks, grain elevators, and other industrial structures, towers, and spires  
 Area Restriction 75 per cent of lot area

##### 3. LOCATION OF ZONING DISTRICTS

###### (a) *Industrial Districts*

Area of Municipal Docks  
 A strip occupied by the Municipal Railway from Banana Avenue to Lemon Avenue and thence for the same width to the eastern city limits

###### (b) *Business Districts*

A central area bounded by Banana Avenue, 9th Street, Orange Avenue, Alderman Street, Pineapple Avenue,



Williams Street, Gulf Stream Avenue, Park Street and Palm Avenue  
 Victory Avenue from Orange Avenue to eastern city limits  
 Osprey Avenue from 7th Street to Golf Street  
 Osprey Avenue from Woods Street to Alderman Street  
 Osprey Avenue, 11th Street to 13th Street  
 Laurel Street at Julia Avenue  
 East Avenue at 12th Street  
 Orange Avenue from 11th Street to Hall Boulevard  
 Central Avenue to Municipal property at north city limits  
 Banana Avenue to Municipal property at north city limits  
 Ringling Point, 300 ft. from end

(c) *Special Residence Districts*

The area south of the Municipal Dock, west of Banana Avenue Business District to Bay shore, to include Ringling Point excepting the Business center at the end  
 The waterfront area south of the central Business District to Hudson Bayou and east to Osprey Avenue and south of the alley between Oak and Alderman Streets

(d) *General Residence Districts*

The areas not otherwise designated are General Residence

4. GENERAL CONSIDERATIONS

Zoning determines the right use of land and protects the use of the land in that purpose. It should be understood that zoning is not retroactive and that the present location of stores and other uses outside of their proper zone is not affected, except they are classed as non-conforming uses and may not be changed, except to become a conforming use.

The enforcement of the Zoning Ordinance as a part of the building laws would be in the hands of the Commissioner of Public Works, and appeal from his decisions should be provided for before a Board of Appeals. Amendment of the Zoning Ordinance should be made by the City Council on recommendation of the City Planning Commission.

V. GENERAL CONCLUSIONS

Sarasota has made a practical start toward making the city's physical conditions consistent with its growth. It has recognized its problems, has had prepared solutions and plans for the future, has approved the plans and now must engage in effecting the execution of these plans.

The city is in possession of plans with which to direct its development and expansion in thoroughfares, business, and industry, and in living and recreational facilities. The City Planning Commission

should be continuous in its operations, informing the public of existing conditions and needs of the future, making detailed studies for the accomplishment of selected projects, exercising public control over projected subdivisions and other such functions as will insure harmony with the city plans.

It is desired to make acknowledgment of the assistance and courtesy extended by the Mayor, City Council, City Planning Commission, and other officials and citizens.

